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ACTION EUR-25

INFO OCT-01 ADP-00 ACDA-19 CIAE-00 INR-10 IO-12 L-03

NSAE-00 NSC-10 RSC-01 SCI-06 GAC-01 SCEM-02 AID-20

CEA-02 COME-00 EB-11 EA-11 FRB-02 NEA-10 OPIC-12

TRSE-00 CIEP-02 LAB-06 SIL-01 OMB-01 OIC-04 FPC-01

DODE-00 PM-09 H-02 PA-03 PRS-01 SS-15 USIA-12 INT-08

CEQ-02 COA-02 EPA-04 NSF-04 OST-04 RSR-01 /240 W

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INFO AEC GERMANTOWN

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E. O. 11652: N/ A

TAGS: TECH, ETRD, OECD

SUBJECT: OECD COUNCIL CONSIDERATION OF NUCLEAR ENERGY AGENCY

(NEA) PROGRAM AND PRIORITIES

REF: (A) C(73)55

(B) USOECD 9797

(C) NE(73)4

(D) NE(73)12

(E) USOECD 10072

(F) USOECD A-518, OCT 30, 1970

(G) STATE 185378, NOV 11, 1970

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DEPT PASS COMMERCE, EPA, INTERIOR

1. SUMMARY: COUNCIL (APRIL 18) APPROVED REALIGNED NEA PROGRAM AND PRIORITIES (REF A) WHICH PLACE GREATER EMPHASIS ON ECONOMIC ASPECTS, GOVERNMENT REGULATION (SAFETY, LICENSING, ENVIRONMENTAL), AND LEGAL PROBLEMS. MISSION BELIEVES REORIENTED PROGRAM MAY HAVE CONSIDERABLE POTENTIAL VALUE TO US (NOW AN ASSOCIATE MEMBER OF NEA), PARTICULARLY IN FURTHERING OVERALL OECD REVIEW OF LONG- TERM ENERGY POLICIES, WHICH STIMULATED IN LARGE PART BY US CONCERN WITH ENERGY CHALLENGE, IN PROMOTING/ PROTECTING US COMMERCIAL INTERESTS, AND IN CONTRIBUTING TO NUCLEAR PROGRAMS DESCRIBED IN PRESIDENT' S APRIL 18 MESSAGE. ACTION REQUESTED: MISSION RECOMMENDS INTER- ESTED AGENCIES REASSESS US POSITION CONCERNING NEA PARTICIPATION. END SUMMARY.

2. OECD NUCLEAR ENERGY AGENCY WAS ORIGINALLY ESTABLISHED IN 1957 WITH EXCLUSIVELY EUROPEAN MEMBERSHIP AND PRIMARY FOCUS ON EUROPEAN PROBLEMS. AT REQUEST OF OECD SECGEN, NEA STEERING COMMITTEE HAS OVER PAST 15 MONTHS HELD SERIES OF CONSULTATIONS ON RE- DEFINITION OF AGENCY' S PROGRAM AND PRIORITIES. THIS REVIEW WAS APPROPRIATE FOR SEVERAL REASONS:

(A) AGENCY FORMALLY EXTENDED ITS GEOGRAPHIC SCOPE BEYOND EUROPE (AS IT HAD IN EFFECT BEEN EXTENDED MUCH EARLIER) WHEN JAPAN BECAME 19 TH FULL MEMBER OF NEA IN 1972.

(B) MORE IMPORTANT, INCREASING PRIVATE- SECTOR ACTIVITY IN NUCLEAR FIELD HAS TENDED TO SHIFT FOCUS OF GOVERNMENT ATTENTION FROM DEVELOPMENT, PROMOTION, AND - ON INTERNATIONAL SIDE - TECHNICAL COOPERATION, TO ECONOMIC, REGULATORY, AND LEGAL ISSUES. THIS NEW FOCUS IS REFLECTED IN PROPOSED NEW PROGRAM AND PRIORITIES (PARA 4 BELOW).

(C) MORE RECENTLY, OECD BEGAN MAJOR EFFORT REGARDING OVERALL LONG- TERM ENERGY POLICIES IN WHICH NEA WICL HAVE IMPORTANT ROLE (REF B).

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EM STEERING COMMITTEE REPORT WHICH RESULTED FROM THESE

CONSULTATIONS AND WHICH PROPOSES REALIGNMENT OF NEA PROGRAM AND PRIORITIES (ANNEX A OF REF A) WAS APPROVED BY OECD COUNCIL APRIL 18. IN CONTRAST TO PRIOR TECHNICAL/ PROMOTIONAL PROGRAM, NEW REALIGNMENT GIVES MAJOR EMPHASIS TO POLICY ORIENTATION OF OECD EFFORTS TO DEAL WITH PROSPECTIVE RAPIDLY INCREASING ECONOMIC SIGNIFICANCE OF NUCLEAR DEVELOPMENT. ADDITIONAL BACKGROUND INFO PROVIDED IN REVISED 1973 PROGRAM (REF DOC C) AND PROPOSED 1974 PROGRAM (REF DOC D).

4. REF DOCS A, C, D BREAK OUT PROGRAM AND PRIORITIES UNDER FOLLOWING CATEGORIES: (A) SAFETY AND REGULATORY ASPECTS; (B) ECONOMIC AND TECHNICAL STUDIES; AND (C) TECHNICAL COOPERATION AND NUCLEAR INFORMATION. ALL, BUT PARTICULARLY (A) AND (B), CONTAIN CURRENT AND POTENTIALLY SIGNIFICANT ACTIVITIES OF INTEREST TO THE US :

(A) SAFETY/ REGULATORY ASPECTS: GREATER EMPHASIS ON LICENSING PROBLEMS, AND INTERACTION OF NUCLEAR SAFETY RESEARCH AND LICENSING PRACTICE UNDER NEW COMMITTEE ON SAFETY OF NUCLEAR INSTALLATIONS (FORMERLY CREST, REF TEL E); RADIOACTIVE WASTE MANAGEMENT, INTERNATIONAL SYSTEM OF REGULATION FOR SEA DISPOSAL, INTERNATIONAL WASTE STORAGE ON LAND; REVISION OF BASIC RADIATION PROTECTION NORMS AND ELABORATION OF APPLIED NORMS FOR CONSUMER GOODS AND DEVICES (E. G. PACEMAKERS); PUBLIC UNDERSTANDING OF NUCLEAR DEVELOPMENTS AND PROBLEMS; HARMONIZATION OF NATIONAL NUCLEAR LEGISLATION AND REVISION OF PARIS CONVENTION ON THIRD PARTY LIABILITY; CONSIDERATION OF NUCLEAR LAW TO FACILITATE INTERNATIONAL TRADE AND COOPERATION AMONG NATIONAL INDUSTRIES.

(B) ECONOMIC AND TECHNICAL STUDIES: OECD LONG-TERM ENERGY STUDY IN WHICH NEA TO PROVIDE IMPORTANT CONTRIBUTION ON PROSPECTS/ PROBLEMS FOR MORE RAPID DEVELOPMENT OF NUCLEAR ENERGY; SUPPLY AND DEMAND FOR NUCLEAR FUEL INCLUDING ASSESSMENT URANIUM ENRICHMENT CAPACITY; INDUSTRIAL CAPABILITY TO PROVIDE POWER REACTOR INSTALLATIONS AND FUEL REQUIREMENTS; EVALUATION ECONOMIC FACTORS OF SPECIAL SIGNIFICANCE TO NUCLEAR INDUSTRIAL DEVELOPMENT; IMPROVED POWER REACTOR

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SYSTEMS; RELEVANT PROBLEMS CONCERNING REGULATION OF NUCLEAR ACTIVITIES.

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(C) TECHNICAL COOPERATION AND NUCLEAR INFO:

COORDINATING GROUP ON GAS- COOLED FAST REACTOR DEVELOPMENT; DIRECT CONVERSION LIAISON GROUPS; WORKING GROUP ON NUCLEAR INFO. OTHER ACTIVITIES SUCH AS DRAGON AND HOLDEN PROJECTS, FOOD IRRADIATION, COMPUTER PROGRAM LIBRARY, NEUTRON DATA COMPILATION CENTER ARE TECHNICAL ACTIVITIES FUNDED SEPARATELY FROM REGULAR PROGRAM.

5. STEERING COMMITTEE REPORT EXPRESSES HOPE

" THAT ALL MEMBER COUNTRIES OF OECD WILL BECOME FULL PARTICIPANTS IN THE AGENCY." AT PRESENT TWO OECD MEMBER COUNTRIES (US AND CANADA) MAINTAIN NON- PAYING ASSOCIATE MEMBER STATUS IN NEA, AND TWO OTHER
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OECD MEMBER COUNTRIES (AUSTRALIA AND FINLAND) HAVE NO TIE TO NEA . (IN ADDITION TO OECD MEMBER COUNTRIES, EC/ EURATOM COMMISSION PARTICIPATES FULLY IN NEA, AND IAEA REP ATTENDS NEA STEERING COMMITTEE MEETINGS.)

6. CANADIAN REP TO APRIL 3-4 NELT MEETING (REF B) INFORMED MISSION THAT CANADIANS ACTIVECY CONSIDERING FULL MEMBERSHIP LATER IN 1973, AND THAT THEY HAVE RECENTLY QUERIED WASHINGTON ON US INTENTIONS. AUSTRALIAN REPS ATTENDED SAME MEETING AS OBSERVERS, UNDER SPECIAL INVITATION OF SECRETARIAT AND BASED ON STRONG URGING OF JAPANESE. AUSTRALIAN REPS INFORMED MISSION THAT AUSTRALIAN AEC VERY FAVORABLY INCLINED TO SEEK FULL MEMBERSHIP IN NEA BUT DUE TO RECENT CHANGES IN GOVERNMENT, COUPLED WITH PRESSING NATIONAL PRIORITY PROBLEMS, MEMBERSHIP ISSUE PUT OFF FOR TIME BEING WITH RESOLUTION EXPECTED LATER IN 1973.
FINNISH MISSION TO OECD INFORMED USOECD THAT ALTHOUGH FINNISH ATOMIC ENERGY AUTHORITIES FAVORABLY DISPOSED TO JOINING NEA, POLITICAL SITUATION (REF F) FORGOES POSSIBILITY SUCH CONSIDERATION IN NEAR FUTURE.
HOWEVER, IT POSSIBLE FINNS COULD RECONSIDER MEMBERSHIP QUESTION BY END 1973.

7. JAPANESE DEL, IN EXCOM AND COUNCIL DISCUSSION, SPECIFICALLY RAISED QUESTION URGING US TO ACCEPT FULL MEMBERSHIP. QUESTION WAS ALSO RAISED BY OECD SECGEN VAN LENNEP IN FEBRUARY IN DISCUSSION OF ENERGY CRISIS WITH HIGH- LEVEL REPRESENTATIVE OF PRESIDENT. LAST CONSIDERATION OF PROPOSAL FOR FULL US MEMBERSHIP (IN 1970) WAS REFLECTED IN REF F AND IN REF G WHICH STATED US WISHED TO MAINTAIN ASSOCIATE NON- PAYING MEMBERSHIP. SINCE 1970, HOWEVER, NEA PROGRAM AND PRIORITIES HAVE BEEN SIGNIFICANTLY REALIGNED TO GIVE EMPHASIS TO IMPORTANT POLICY ISSUES IN MEMBER- COUNTRIES (PARAS 3 AND 4, ABOVE).

8. WE THEREFORE RECOMMEND THAT DEPARTMENT, IN CONSULTATION WITH AEC, COMMERCE, INTERIOR AND OTHER AGENCIES CONCERNED WITH ENERGY QUESTIONS AND/ OR WITH TRADE IN NUCLEAR- RELATED EQUIPMENT AND MATERIALS, GIVE CAREFUL CONSIDERATION TO POSSIBILITY OF INCREASED US INVOLVEMENT IN POLICY- ORIENTED ACTIVITIES OF NEA. USOECD
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IS NOT IN POSITION TO JUDGE WHETHER US WOULD RECEIVE

VALUE FOR MONEY IN BECOMING FULL MEMBER OF NEA. WE
NEVERTHELESS FIND IT SOMEWHAT ANOMALOUS THAT US
INVOCVEMENT IN NEA ACTIVITIES IS LIMITED AS WELL AS
SPORADIC WHEN (A) NUCLEAR ENERGY IS AN IMPORTANT ELEMENT
IN US- INITIATED OVERALL OECD REVIEW OF LONG- TERM ENERGY
PROBLEMS AND POLICIES, IN WHICH NEA WILL TAKE PART,
AND (B) NEA ACTIVITIES LIKELY TO HAVE SIGNIFICANT
EFFECT ON EUROPEAN/ JAPANESE POLICIES FOR NUCLEAR POWER
DEVELOPMENT, WHICH IN TURN MAY HAVE IMPACT ON OPPOR-
TUNITIES TO MAXIMIZE COMMERCIAL BENEFITS FROM US
TECHNICAL LEAD IN PROVISION NUCLEAR POWER INSTALLATIONS
AND ENRICHMENT SERVICES. NEA MEMBERS ARE SHAPING THEIR
PROGRAM, ARE DECIDING WHERE COOPERATIVE EFFORTS ARE
APPROPRIATE AND FEASIBLE, AND ARE MAKING DECISIONS,
IMPLICITLY OR EXPLICITLY, ON RELATIVE ROLES OF NEA,
EURATOM, AND IAEA IN INTERNATIONAL COOPERATION. ACTIVE
US PARTICIPATION - INCLUDING SUBSTANTIAL BACKSTOPPING
AND REGULAR ATTENDANCE BY USG REPS FROM US (AEC, COMMERCE,
EPA, STATE) OR FROM BRUSSELS/ AEC IN ACTIVITIES OF
PARTICULAR INTEREST TO US - WOULD GIVE US OPPORTUNITY
TO UTILIZE NEA MORE FULLY FOR POLICY ACTIVITIES
THAT CAN BEST BE HANDLED AT THE US- WEST EUROPEAN- JAPANESE
LEVEL OF INTERNATIONAL COOPERATION. INCREASED
PARTICIPATION IN REORIENTED NEA PROGRAM MIGHT PROVIDE
USEFUL CONTRIBUTION TO IMPLEMENTATION OF RELEVANT
ACTIVITIES IN PRESIDENT' S ENERGY MESSAGE.

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